

THE PUBLIC-PRIVATE PARTNERSHIPS IN PLANNING AND LAND DEVELOPMENT: A SUCCESS STORY? CASE OF DAR ES SALAAM CITY AND KIBAHA TOWN, TANZANIA

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ABSTRACT

This paper explores the opportunities and challenges of Public-Private Partnerships (PPPs) in the urban land delivery in Tanzania, focusing on the role and contribution of the private sector in planning, allocation and servicing of land in residential neighbourhoods. In response to a growing demand for planned and serviced land in urban areas in Tanzania, the Planning Authorities have attempted to reduce the chronic gap between demand and supply serviced plots. The policy framework, legal and fiscal strategies in the urban planning system has shifted towards community and private sector involvement in land delivery. A number of companies that were engaged in the preparation of detailed plans for Dar es Salaam and Kibaha Town were investigated. The selection of the firms for detailed study was based on type of their activities, level of collaboration with municipalities and the scale of involvement. Data and information were obtained through structured questionnaires and official interviews which were applied during interviews with a number of companies, focus group discussions and key informant interviews. The analysis also involved the use of quantitative data, qualitative data and mapping techniques and tools.

It was noted that although PPPs in urban land delivery in Tanzania is at infancy, a number of opportunities and success stories have emerged. These include: quickening the process of preparation of General Planning Schemes (GPS), detail planning schemes and their implementation, improving income generation to both partners and enhancing security of tenure for land owners through title deeds. On the other hand, several challenges were observed that hinder the benefits attributed to PPPs in urban land delivery. These include: lack of General Planning Schemes in many towns to guide the preparation of details schemes, inadequate protection of public interests through provision of community facilities and public spaces, piece-meal and un-coordinated spatial development and disjointed infrastructure systems such as storm water, road network, water supply network and electricity. The paper concluded that comprehensive policy, legal and institutional frameworks that provide clear guidelines and procedures for development and implementation of PPPs is still wanting. It was recommended that institution of such measures would help to set the criteria for public and private sector partnerships on the urban planning sector, leading to the up scaling of the approach and achieving win-win results among parties involved.

KEYWORDS: Detailed Planning Schemes, General Planning Schemes, Planning, Neighbourhoods, Public-Private Partnerships & Urban Land Delivery

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INTRODUCTION

Urban planning activities in Tanzania generally, Dar es Salaam City and Kibaha Town specifically, are governed by the Tanzania's Urban Planning Act No. 8 of 2007 (URT, 2007). The legislation requires urban planning authorities

to carry out planning activities and to guide land development. However, following the widening gap between demand and supply of planned, surveyed and serviced land in urban areas, the Government (public sector) allowed, under the Urban Planning Act, other stakeholders particularly the private and popular sectors to take part in land development or land value addition through planning, surveying and service delivery in Tanzania.

The failure of the public sector to cope up with the rapid urban population growth in terms of provision of serviced land for housing has called for private sector and market-oriented interventions. The private sector collaborates with the communities and the Local governments to adopt proactive measures to survey and allocate formal/legal buildable plots with basic infrastructure services. Recently, the private sector with adequate resources realized willingness and commitment in addressing shortage of residential plots in numerous urban areas. The domain of Public-Private Partnership is a form of collaboration that allows the Government to involve private sector operators in its operational roles while retaining some roles for improving the focus on core public sector responsibilities (Martimort and Pouyet, 2006). A public-private partnership is supportive scheme between the public and private sector, built in the expertise of each partner to meet defined needs through the appropriate allocation of resources.

In this paper, public-private partnership refers to the mutual participation between the Central or Local government and private sector agencies, community or individuals and private sector, each with specified role to execute land delivery and development in urban areas (Mary et al., 2005). The Central government refers to the supreme organ of the state that officially governs the country. The Local government authorities refer to lower governments units within the state which include Municipal councils, District councils and Town councils (Payne, 1999). Private actors include individuals, community associations and private companies for planning and real estate development. PPPs in urban land delivery areas therefore entail a change in the government roles from being sole executor of land use planning. In such kind of partnership, it is possible to achieve planning solutions that serve the common interests of local communities as well as public interests (Reuschke, 2001).

The potential role of, and the actual practice of the private sector in land delivery and provision of infrastructure services/facilities, and effect of market forces still pose challenges in the planning practice and policy. This paper addresses this challenge.

Objectives

Overall objective of this paper is to explore the emerging opportunities and challenges in urban land delivery through Public-Private Partnerships in Dar es Salaam City and the adjacent Kibaha Town. The paper also identifies actors involved in urban land delivery through PPPs, evaluating the processes adopted, challenges and opportunities faced and recommending on policy implications in urban land delivery through PPPs.

LITERATURE REVIEW

Overviews of Public-Private Partnership (PPP) in Urban Land Delivery

Elsewhere, the need for Public-Private Partnership in land use planning has been discussed extensively. Bayarmaa (2003) points out that public-private partnership is not only applied in infrastructure and community provision services but could also be applied in land use planning. Through public-private partnership, Kuala Lumpur city in Malaysia was planned, surveyed and a total of 7,791 units of low-cost housing built to accommodate increasing demand for housing (Azriyat et al, 2007). Prior to PPPs approach, Kuala Lumpur authority had insufficient budgetary resources to plan, survey, build housing

units and provide infrastructure services to the community (ibid). This means that government through PPPs achieved what was impossible without PPPs with regard to land use planning, cadastral survey and basic service provision. Thus, PPPs contribute towards achieving better and more cost-effective outcome in land use planning, cadastral surveying and basic service provision projects which demand particular “know-how” and resources. Other authors posit that Local governments are striving to prepare land use plans for peri-urban areas but have no means to ensure their actual implementations (Adusumilli, 1999; Olujimi, 2009).

It is also observed that even though the private developer is likely to execute all development tasks under PPPs, the public sector may take on the role of the ‘regulator’ (Wang, 2006). While ‘enabler’ takes the responsibility of providing the enabling environment for the private partner to step in, even as ‘moderator’ this balances market incentives with community interests (Sengupta, 2006). As well as being ‘facilitator’ who takes the responsibility of assisting in project completion, the moderator contributes, in addition, to reducing the developer’s risks (Olujimi, 2009). In South Africa, Bulgaria and Russia a variety of forms of facilitation are included in their housing PPPs (Wang, 2006). Under India’s participatory development schemes, the public agency offers grounds of legal base, favourable policy environment, development guidelines and even loans (Adusumilli, 1999). PPPs implemented in Tanzania are concession agreements for running existing enterprises with limited provisions for building, rehabilitation and new investments. Following adoption of liberalization policies, there has been an increased involvement of the private sector in investment and provision of services which previously were being provided by the Government (URT, 2009).

The private sector mobilizes purchase of land parcels/properties from native owners, amalgamates, and surveys a large number of plots at their own expenses, expertise, and experiences. Such piecemeal, uncoordinated processes have planning implications now and probably worse in the future characteristics of the areas in terms of infrastructures, services and public facilities provisions in the entire areas due to unprecedented urban sprawl (Olujimi, 2009). The practice today is rampant, it creates market-driven development in which private sector seeks for maximized profit expected from the invested resources. However, despite of the sector’s notable contribution, complaints from different actors are frequently reported due to malpractices among the parties. As a result, the urban poor who are landholders suffer and carry the burden in all ways (Nnkya, 2008).

The Local Government Authorities with their proclaimed deficit in financial and technical resources, is responsible as the planning authority (according to Urban Planning Act No. 8 of 2007) to guide and regulate the sector development taking place in such areas. Moreover, intervened terms and conditions for development are indispensable in order to assure effective and efficient provision of infrastructure services/facilities, planning codes and affordable and non-bureaucratic procedures for fast growing market forces. There is a peculiarity between top-down and bottom up supply to satisfy effectiveness and fairness in processes, and that the private sector is a promising actor in complimenting the salient efforts of the public sector in the country. Otherwise, if the authorities are lagging behind the realized high market demand, such development is disastrous to the healthy being of cities economy (Olujimi, 2009).

Urban Land Delivery in Developing Countries

“Land delivery” refers to the way agents have access to land. Each type of land delivery or land delivery channel (Durand Lasserre, 2004). It is characterized by (i) its organization and steps in the delivery process (from initial conversion of non-residential land into residential land to the occupation of the developed land by its final user), (ii) the stakeholders involved in the delivery process, and (iii) the tenure held over land, land prices (whether market or non-market based), and

the provided services (whether plots have water and electricity). Land delivery channels form a system so that any change affecting one segment within one land delivery channel has impacts on other channels (Durand Lasserre, 2004; Buckley and Kalarickal, 2005). Urban land delivery in particular context means a legal process of land acquisition and compensation, planning and surveying, provision of infrastructures, marketing, and allocation and registration by the government and/or private agencies (Martimort and Pouyet, 2006). The process extinguishes all proprietary and jurisdictional rights, titles, or other interests vested in the traditional authority or any other person (Payne, 1998). A number of studies in developing countries including Tanzania have focused on the use of public private partnerships (PPP) in facilitating land development and service provision, in particular, in urban development planning and management (Martimort and Pouyet, 2006; Payne, 1998, UN-Habitat, 2016).

PPP in Land Delivery in Tanzania

Planning efforts in Tanzania have been dragging behind development needs since the 1970s when Tanzania abolished the system of local governments. Since 2000 the Central Government joined forces with Local Authorities (both urban and district, to alleviate the situation by preparing detailed schemes through private-public participation and on own accord. In 2002 for example, the Ministry of Lands, Housing and Human Settlements Development (MLHSD) in collaboration with the three Municipalities of Dar es Salaam (Ilala, Temeke and Kinondoni) launched a pilot project ('Survey of 20,000 Plots Project') that produced about 44,000 plots for various uses, many being for residential purposes by 2013. The plots were allocated to developers with a premium to recoup the costs of production, a marker up for administration and further production. This project was up scaled in the country where a number of municipalities using loans from the Ministry and other financial institutions started similar projects though at a lower scale. In recent years (when the 20,000 survey project was officially closed in year 2010) the Municipalities of Dar es Salaam city launched own projects independently (HABITAT Agenda III, 2016).

Merits and Challenges of PPP in Land Delivery

The advantages of delivery of planned, surveyed and serviced land through PPP has been elaborated basing on resources, cost of acquiring planning area, revenue professional and community potentials. According to Kasala and Burra (2016), PPP enhance resource saving by planning authorities. The private sector has been implementing land development projects through planning, surveys, and opening roads by using their own resources. On the other hand, local authorities have been playing a coordinating and regulatory role at minimum cost. The fact that such projects are implemented largely using the private sector resources, brings a resource saving component on the local authorities' side. The resources that would have been used by a local authority to execute such a project is saved and used for other service delivery projects. On the other hand, PPP have made serviced land available and registered for land rent taxation promoting professional practices in planning, surveying and allocation of land, creating employments and business, improving land values and marketing. Further, the PPP has empowered the community to participate in land development by individuals or groups in such communities have accessed land, built houses, and invested in the provision of service infrastructure including roads, water, electricity and sewerage, with minimum support from the government (Kasala and Burra 2016).

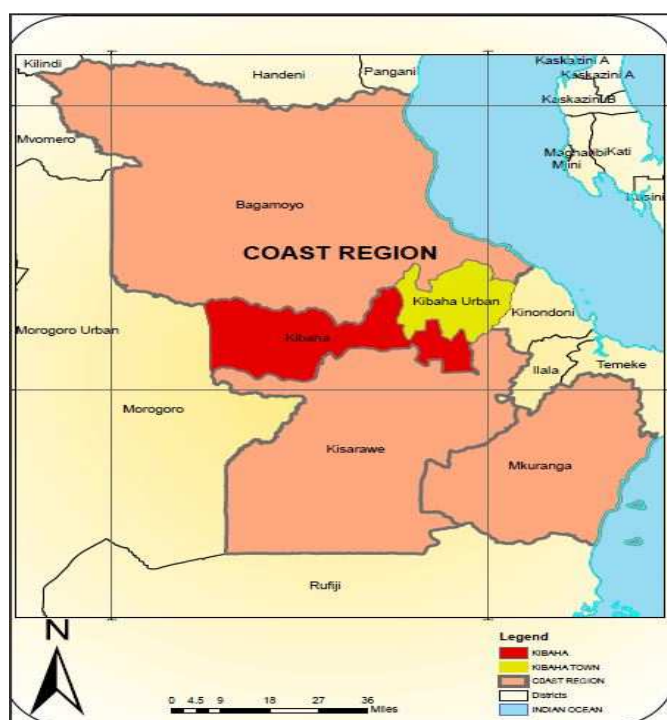
The implementation of land development projects through PPPP has possible challenges. First is the lack of common interest in Town planning. Land development is practiced through involving multiple land owners; therefore, their interests, preferences and choices tend to vary significantly. While one section of land owners would be interested in planning, the other wouldn't. Second is less awareness on the utility of planning, surveying and land servicing. Some land

owners are notably apprehensive of engaging in PPP- land based development projects. Thirdly, PPP is an arrangement that is still new to majority land development stakeholders, politicians and land owners in particular, therefore sometimes is confusing among decision makers and policy makers (Kasala and Burra 2016).

METHODS

A number of approaches were adopted to expedite the study. The data collection methods involved the use of mapping techniques and tools, interviews with planning firms and officials in the Planning Authorities. The research process involved identification of planned areas in liaison with relevant Local Authorities; land acquisition documents, approved Town Planning drawings and, and plan approval documents, allocation of areas for roads to improve accessibility, open and public spaces and marketing of planned and serviced land. A number of companies that were engaged in preparation of detail plans for Dar es Salaam were investigated. The selection of the firms for detailed study was based on type of their activities, level of collaboration with municipalities and the scale of involvement.

Data analysis was made using analytical and quantitative techniques, mapping, measurements and GIS techniques using ARC-GIS Software. Analysis also involved the use of quantitative data and mapping techniques and tools. Cases were selected from planned and implemented residential neighbourhood plans in Kibaha Town and Dar es Salaam City.



Source: Survey and Mapping Division, Tanzania

Map 1: Location Map for Dar es Salaam City and Kibaha Town.

RESULTS AND FINDINGS

The analysis from the study areas were presented based on the activities performed by the selected contracted private planning firms in land delivery and the roles of private firms in planning residential neighbourhoods. It further describes the challenges of PPP operation in urban land development in Dar es salaam City and Kibaha Town.

PPP on Land Delivery in Dar es Salaam City

Background of Private Planning Firms in Dar Es Salaam City

Indicated below are the planning companies that were contacted by the municipalities of the City and the selected case study areas which were implemented by the selected five private planning firms. These firms are registered as Town Planning firms in accordance with the provision of Town Planners (Registration) Act of 2007 and are authorized to practice Town Planning in Tanzania. The firms' quality services are controlled by the Director of Rural and Town Planning at the Ministry of Lands Housing and Human Settlements Development.

The planning firms including Makazi solution (T) Limited, Ardhi Plan Company Limited, HUSEA Company Limited, The City Plan Consultant (T) Limited, Makazi Consult Limited in Dar es Salaam, were engaged in preparation of detailed residential layout plans. These included plans (as Town Planning) TP drawing No. 19/TEM/112/082013 of Muyuni, TP drawing No. TEM1/34/082012 Golani Kimbiji and TP drawing No. TEM1/133/082012 of Yale Yale Puna in Temeke Municipality. Others are TP drawing No. 12/KNC/10/082010 of Madale and TP drawing No. 13/KNC/10/082010 Salasala Juu in Kinondoni Municipality; and TP drawing No. ILA/1/34/082012 Mbondole and TP drawing No. ILA/05/082012 of Mvuti Ilala in Municipality.

The approvals of selected plans were between years 2010 and 2017. However, about 7 plans have been approved between 2014 and 2017, and only 3 plans approved in years between 2010 and 2013. All the plans have been approved and implemented by the respective Municipalities and under the Public-Private Partnership arrangements. The plans include land sub division of plots, public open spaces, the central part of residential and commercial-residential plots, roads and institutional areas especially nursery and primary schools.

The Roles of Private Firms in Planning Residential Neighbourhoods

A number of private planning and land development companies have recently been engaged in planning, surveying and service delivery in Dar es Salaam City and its Municipalities. The planning process involves: identification of planning areas in liaison with relevant Local Authorities; land acquisition, preparation of Town Planning (TP) drawings and approval, land surveying and approval, opening up roads to improve accessibility, and marketing of planned and serviced land. These aspects have provided a good ground for researchers to follow trends and data on the implementation of those schemes and their effect on the public-private partnership; a subject matter of the study.

Overall, data used to identify the number of private firms which have prepared detail plans (residential neighbourhoods) in Dar es Salaam has shown that about 55 firms have been engaged in preparation of detail plans in the City. Eleven (11) companies which is about 22% of the total firms are Architectural companies, 4 companies which is about 8% are Quantity surveying companies, 26 companies which is about 52% are planning companies, 5 companies which is about 10% are Surveying companies, and 4 companies which is about 8% are Engineering companies. About 39 companies which is about 78% have engaged in preparing detail plans for Dar es Salaam only, whereas, 11 companies which is about 22% have been engaged to prepare detail plans for Dar es Salaam.

Actors and their Roles in Dar Es Salaam City

Table 1 present the main actors and their roles in urban land delivery in Dar es Salaam city. Key actors include policy makers and planning authorities which are representing the public part. On the other hand, private companies and individuals are the one entering agreement with the public sector in land development.

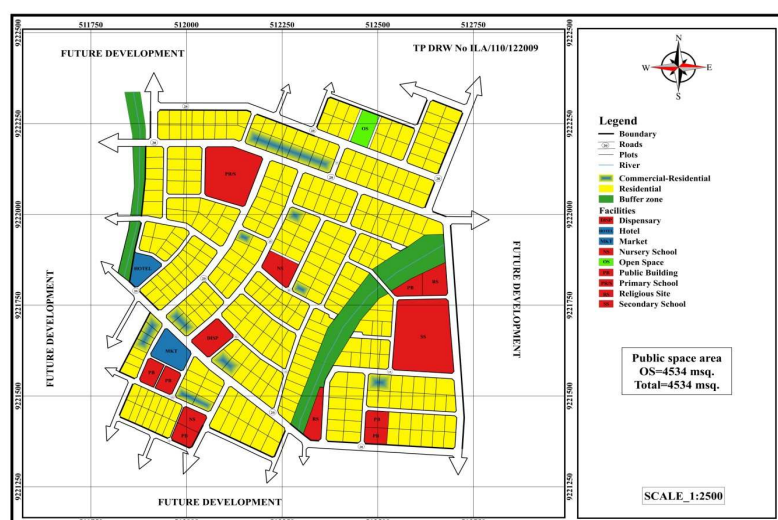
Table 1: Summary of Actors' Roles in Planning and Urban Land Delivery in Dar Es Salaam

Actors	Specific Actors	Role Played by Specific Actors	Remarks
Government	Municipal Councils (Kinondoni, Ilala and Temeke)	Approval of Town Planning drawings, surveying, and submission of plans for approval by MLHSD, Sell/allocate and register the plots to prospective developers	Funds and expertise of the Councils are not adequate to support planning and surveying.
Private Companies	Registered Town Planning companies	Carrying out land acquisition, preparing Town Planning drawings, surveying, and submission of plans for approval by Municipalities, Sell/allocate and register the plots to prospective developers	Some delays in the contracts, provision of planned and serviced plots to the Municipal Councils
Government and private companies	Municipal Councils	Contracts out cadastral survey. Sells/allocates and prepares deed plans for land registration.	Preparation of deed plans and administrating land registry issues not contracted to private company
	Private Companies	Conduct detailed cadastral survey. Submission of prepared cadastral survey approval by MLHSD.	Signifies cooperation of public and private actors.

Source: Planning officials in Kinondoni, Ilala and Temeke Municipal Councils, 2018.

Competence of The Private Firms in Delivering Town Planning Drawings for Implementation

Generally, planning for the residential neighborhoods has followed provision of land uses and public spaces depending on the size or area coverage and population to be served and planning standards. Using GIS tools, study determined the percentages of road reserves, open spaces, conservation areas, play fields and parks or gardens and cemeteries or burial places. The analysis in each study area for the Mvuti layout plan indicated in Ilala Municipality has followed percentages for the provision of land uses and public open spaces as per Town Planning Standards and Regulations of 2012. It has been established that through the involvement of the private planning firms by the City's Municipalities, provision of serviced land to the people has been greatly improved albeit with some challenges. These challenges mostly hinge on observing planning standards for public spaces, albeit in varying categories and sizes according to the indicative planning standards.



Map 2: Town Planning Drawings for Mvuti Settlement, Ilala Municipality, Dar es Salaam City, in Collaboration with Ardhi Plan Company

PPP in Land Development in Kibaha Town Council

Background of Public-Private Partnerships in Land Delivery in Kibaha Town

The Kibaha Town Council acknowledges that the combined capital and intellectual resources of public and private actors result in more efficient services delivery. According to the study, the context of PPPs in urban land delivery, like in Dar es Salaam City, entails land acquisition, preparation of Town Planning drawings, cadastral surveying, provision of services and infrastructure, marketing of generated plots and titling and registration. Moreover, apart from PPPs being applied in urban land delivery, it had also applied into service provision, solid waste collection, and revenue collection at central market areas and on cleaning activities. During the interview with the Town Planning Officer, it was reported that urban land delivery in Kibaha Town is being largely carried out through PPPs. For instance, it was found that out of eleven land use planning projects that were carried out in Year 2014/2015, only one project was undertaken by the Council in partnership with the local communities. The rest (ten) were undertaken by private sector in collaboration with the community and/or private companies dealing with real estate development in urban areas. Yet, the Town Council does not have adequate finance to handle it. The study has revealed that since local communities, private companies and government officials were not coordinated, urban land delivery could not jointly be effectively planned and implemented under PPPs agreements. Therefore, the importance of PPPs as a strategy to supplement Council's budget for planning and surveying and for improving the quality of service provision such as urban transport and solid waste collection cannot be overemphasized. Table 2 indicates private companies which implemented PPPs in urban land delivery in Kibaha Town in Year 2014/2015.

Table 2: Private Firms Implemented PPPs in Urban Land Delivery in Kibaha Town (Year 2014/2015)			
Sl. No.	Company Name	Project Area	Project Status
1	Ardhi Plan P. O Box 5706, Dar es Salaam	Visiga	Project completed
2	Landmark International P. O Box 72483, Dar es Salaam	CBD area	Project completed
3	Kibaha Golf Course Estate Development Co. LTD P. O Box 75875, Dar es Salaam	Pangani	Project completed
4	Global Intercontinental Consulting Co. LTD P. O. Box 32139, Dar es Salaam	Bokotimiza	Project completed
5	Anch Professional Services LTD P. O Box 70166, Dar es Salaam	Miswe and Zegereni Industrial area	Project completed
6	JKM Multi-consult (T) LTD P. O Box 30004, Kibaha	Pangani	Project completed
7	Land General Planning Co. LTD P. O. Box 30234, Dar es Salaam	Viziwaziwa	Project completed
8	Great Vision Adventures LTD P Box 63323, Dar es Salaam	Sofu	Project completed
9	Space and Development Co. LTD P. O. Box 35905, Dar es Salaam	Pangani	Project completed
10	Magonji Investment Co. LTD P. O. Box 55076, Dar es Salaam	Shana Town Chang'ombe	Project completed
<i>Source: Kibaha Town Council, 2017</i>			

The study further revealed that land in Kibaha Town was increasingly becoming a marketable commodity. This implies that its market value kept on raising as it is associated with rapid population increase and more investment

ventures focusing on land. Furthermore, it was found that a large area (59%) were un-planned and un-serviced and that 41% was planned. It is noted that more than half of the area of Kibaha Town is not planned and surveyed. This implies that unless a quick action is taken by the Council and other stakeholders including private actors and the community, the situation will most likely get worse.

Actors and Roles in Ppps Land Delivery in Kibaha Town

In Kibaha Town Council, land use planning, land delivery and development involves a number of actors. These include Kibaha Town Council, the Ministry of Land, Housing and Human Settlement Development, and private sector including, but not limited to, community (individual land owners, financial institutions, Parastatal Institutions, private planning and surveying companies and community associations or cooperatives. For instance, the study found that at least ten (10) companies were recorded in the year 2014/2015 to have had implemented PPPs in urban land delivery in eight (8) Wards and Sub-wards of Kibaha Town Council. The wards and subwards include: Pangani, Viziwaziwa, Sofu, Mailimoja (CBD), Miswe, Zegereni, Bokotimiza, Visiga and Chang'ombe (Map).

The study revealed that the government through the Town Council, is the custodian of land use planning and surveying. Private registered and licensed firms are engaged in planning, surveying and service infrastructure provision when demanded. The public sector (government and community) enter into agreement and issues procedures/instructions to private companies for efficient management of plans and geodetic network, while other fundamental activities primarily remain as a government responsibility such that there is no significant involvement of the private sector in land registration. Community (land owners) initiatives would be both cash and in-kind contribution to support implementation of planning process.

Interview with officials revealed that residents owning pieces of land in particular Wards and Sub wards took initiative on their land to be planned and surveyed. The initiatives involve engagement of private firms to accomplish the work on agreed terms and conditions mainly sharing costs and benefits and rarely, compensation modalities.

Table 3: Summary on Actors' Roles in Planning and Urban Land Delivery in Kibaha Town			
Actors	Specific Actor	Role Played by Specific Actor	Remarks
Government	Town Council	Carrying out land acquisition, preparing Town Planning drawings, surveying, and submission of plans for approval by MLHSD Sell/allocate and register the plots to prospective developers	Funds and expertise of the council not enough to support planning and surveying. Hence, delays in the provision of planned and serviced plots
Government and private companies	Town Council	Contracts out cadastral survey. Sells/allocates and prepares deed plans for land registration.	Preparation of deed plans and administrating land registry issues not contracted to private company
	Private Companies	Conduct detailed cadastral survey. Submission of prepared cadastral survey approval by MLHSD.+	Signifies cooperation of public and private actors.
Government, private companies and the community	Town Council	Involved by private companies during site reconnaissance Organizing and conducting meetings with particular communities for awareness campaign on PPPs projects to be implemented Ratification of prepared Town planning	As KTC cooperate with private companies it adds trust that even the council participates in process. KTC issues and advice on development conditions after the release of title deed.

		drawings to be submitted for approval After survey plan is approved, deed plans are prepared by KTC for purpose of title registration Marketing the plots to the general public through notice boards, media Preparation of title deeds and registration	
	Private companies	Acquire land by negotiating with land owners on agreed terms and conditions Financing the process; compensation and bearing costs for technicalities on agreed terms Preparing Detailed Town Planning drawings and submit for approval Carryout cadastral surveying Provision of service infrastructure – opening roads, electricity, water supply Marketing the plots to the general public	Private companies provide ongoing technical support when there is a need for making clarification on the approved cadastral on the approved cadastral plans
	Community	Contributes in cash and in kind as part of costs for acquisition, Town Planning drawing preparation, cadastral surveying, infrastructure provision, and marketing. Sub- ward leaders and member of community participated in verification and determining who owns what land especially during land acquisition and details picking	Community contributed in cash and in kind when effectively participated in the process of land use planning/cadastral surveys projects Community effectively participated to other similar projects likely to benefit.
<i>Source: Kibaha Town Council, 2017</i>			

The study found that two approaches were followed by private firms and associations or cooperatives in order to fulfill their interests. Firstly, to negotiate with individual land owners and agree on specified terms and conditions for the benefit of the both parties. Secondly, the applying firms or associations liaise with Kibaha Town Council by submitting expression of interests to plan, survey, and open up roads within the planning area. Upon demand, Kibaha Town Council invites and guides the applying firms or associations to proceed with what they have applied for in the given areas.

Partnership Agreements between Private Companies and Local Residents



Source: Kibaha Town Council, 2017

Plate 1: Plots Developed by Space Co. LTD.

The study confirmed that, Ardhi Plan (private sector), negotiated with the individual land owners in Visiga Sub ward which upon agreement of sharing costs and benefits in a proportion of 40% developer by 60% land owner, proceeded with process. Furthermore, Space and Development Co. LTD was approached by the land owners and residents of Mtakuja Sub ward in Pangani Ward who intended to sell their piece of land. The agreement was made between two parties on terms and condition for implementing the project. The company made the proposal to Tanzania Investment Bank (TIB) which later injected funds needed for planning, surveying, provide the services infrastructure to accomplish the business deal. The Company coordinated preparation of Town Planning drawings, land surveying and providing service infrastructure. The generated plots were disposed to the market.

It was further revealed from the study that, KTC used similar approaches as above to acquire land from owners in order to provide plots for various public uses. The proposed uses include bus stand, market, public buildings and institutions. It negotiated with Kibaha Education Center (Government entity) on agreed terms and managed to plan, survey, and open up access roads at CBD in Mailimoja Ward. It is in this area where the new bus stand, and market are under construction along the Morogoro Road.

Emerging Opportunities from PPPs in Urban Land Delivery

In the objective of the paper, it was intended to identify the opportunities by both partners: public and private in urban land delivery. The concern here was to grasp the nature of opportunities that were likely to emerge from PPPs in urban land delivery and impact the business activities. Table 4 below gives the summary of what respondents reported.

Table 4: Responses on Opportunities of PPPs in Urban Land Delivery in Kibaha Town		
Sl. No.	Opportunities of Ppps in Urban Land Delivery	Percentage
1.	Improve income generation–both partners	33.3
2.	Security of tenure for land owners–title deeds	21.6
3.	Fast-track the process of preparation of general planning schemes, detail planning schemes and implementation	31.3
4.	Provide room for public sector to concentrate on strategic issues; setting standards and ensuring conformity	9.8
5.	The public sector could focus on the public services	4
Total		100
<i>Source: Kibaha Town Council, 2017</i>		

As presented in Table 4, about 33.3 percent of interviewee admitted that all parties in Kibaha Town including the Council, Private Companies and Community members experience improved income generation from selling surveyed plots, collected fees and taxes. It was reported that, fifty percent (50%) of the annual revenues/income of the own sources of Kibaha Town Council is collected from sold surveyed plots. Usually, the Council gets ten percent (10%) of the premium of each surveyed plot as the shared benefit. Further, it was reported that, between the financial year 2011/2012 and 2016/2017 Kibaha Town Council collected total benefit amounting nine hundred and forty-one million, and seven hundred and eight nine thousand and sixty-seven shillings (941,789,067/= Tsh. ca. USD 40,000) from 1,097 generated plots in Visiga, Pangani, and Sofu Sub-wards.

Apart from accrued revenue to the Council, respondents revealed that land owners had benefited from enhanced security of tenure through title deeds provided to their surveyed plots. The title deeds would be used as collateral in

securing loan facilities from financial institutions. 16 [31.3 percent] respondents informed the researcher that engagement of private sectors in preparing General Planning Schemes (GPS) has resulted into timely completion of the task in compliance to contracts' terms and conditions and thus resource saving by KTC. For instance, according to the report in the second quarter (October-December) 2014/2015 a total of 375 title deeds were prepared by Kibaha Town Council and that 187 title deeds were submitted to the commissioner for approval and registration.

Challenges Encountered in PPPs in Urban Land Delivery

The paper also intended to identify challenges faced in the implementation of the PPPs related projects in urban land delivery. The main interest was to ascertain types/nature of challenges both on short and long term basis. The Table below provides a summary of respondents' views.

Table 5: Rrespondents Views on PPP Challenges		
Sl. No.	Type/Nature of Challenges	Percent
1.	Lack of General Planning Schemes to guide the preparation of details schemes	31.4
2.	Piece-meal and un-coordinated spatial development (disjointed urban planning due to lack of GPS)	13.7
3.	Inadequate protection of public interests (provision of community facilities)	21.6
4.	Insufficient consideration of equitable access to land	25.5
5.	Disconnected infrastructure systems (storm water, road network, water supply network)	7.8
Total		100
<i>Source: Kibaha Town Council, 2017</i>		

CONCLUSIONS

The paper set out to examine and establish the role played by private planning firms in partnership with the public sector i.e. Municipalities; in providing for planned and surveyed land and adhering to planning standards in new residential neighbourhoods. It has been established that the involvement of the private planning firms by the government in providing serviced land to the people has to a large extent been successful albeit with some challenges. PPPs has been recognized as an effective approach for urban land delivery in both Dar es Salaam City and Kibaha Town. PPPs implemented in the Municipal or Town Councils are largely concession agreements for running existing enterprises with limited provisions for rehabilitation and new investments. Land acquisition was mainly done by private firms through contract-agreement with private land owners. This has provided room for the public sector to concentrate on strategic issues like setting standards and ensuring conformity, and help it to focus on other public services to bring partnership into fruition.

The challenges include limited observation of planning standards for public spaces, in varying categories and sizes according the indicative planning standards. The other challenge is on community participation in the process. It was observed that community participation in urban land delivery process was unclear in both locations, such that residents were simply informed about what was going to happen on their land with regard to land use planning therefore it did not substantively participate. The study has further revealed that, in the implemented projects carried out in 2014/2015, there were no effective involvement of local communities by implementing partners. For such implemented projects local communities were mainly sensitized in initiation of the process. The sensitization was done through meetings in order to

mobilize resources (in-cash or in-kind) to support planning, survey, infrastructure provision, marketing and titling carried out by either private companies or the respective Councils. The study further found that for some of such PPPs related projects in urban land delivery where land was acquired through compensation, field works were collaboratively done by Town/Municipal Council officials and private contractors. Despite such collaborative efforts in implementing the said projects, the study showed that responsibilities and mandates of local communities, Town/Municipal Council and private companies were not formally and clearly written among partners or even made publicly available.

Observations showed further that urban expansion in Municipalities and Town Councils was rather a complex process that involved many actors, change in land ownership patterns, land transfer process, reassessment for existing land uses and integration of proposed uses in the new plans. Achieving planned land development in urban areas and making it livable and sustainable involves enormous costs. It is not possible for the Councils alone to deliver planned and surveyed land using the government budgetary allocation only. Thus, Community participation in the planning processes is inevitable to ensure cost sharing and implementation of the plans. It is observed that local leaders when actively involved, play the bridging role between the Municipal/Town Council and private companies.

RECOMMENDATIONS

This section presents recommendations which may enhance public–private partnership in planning and urban land delivery in Tanzania, where applicable.

On the policy approach, it is observed that planning needs to provide for a flexible approach to the social dynamics, as new forms of public life will require new spaces for the urban population in general. In the end, urban planning in incorporating “sustainable development principles” would need to integrate the public-private partnership into social and economic needs of people, whilst at the same time making provision for the high-quality natural, semi-natural and built environments which are needed in the ecology of growing cities. To improve the operation of the existing PPPs policy, there is a need to pay more attention on the side of end user or beneficiaries urban areas in Tanzania. This means that the government needs to undertake in-depth needs assessment of local communities in urban land delivery in Tanzania and organize capacity building program in terms of awareness on the PPPs through training, as they constitute majority of urban poor. Further, the emphasis should be on opportunities to reduce risk of loss and increase revenue to the councils.

Again, on the policy part, paradigm shift from centralized model to decentralization in a liberalized era has to link the spatial planning and roles of private sector in managing urban development. This will ensure clearly defined mechanism to mainstream private sector in the urban planning process. Comprehensive policy, legal and institutional frameworks that provide clear guidelines and procedures for development and implementation of PPPs highly needed. This would help to set the criteria for public and private sector partnerships on the urban planning sector, leading to the common results in performance. This augurs well with findings by other scholars on the subject in developing countries.

As the current planning process continues to focus on physical layout and that few plans are implemented in practical life, there is a need to re-focus the spatial planning strategy into integrated development planning in liaison with the City, Municipal and Town Councils’ economic plans. Capacity building in terms of technical, manpower and financial resources in these councils will greatly improve public–private partnership in planning and urban land delivery in the country. The findings of the study are consistent with observations from other authors on studies in developing countries

including Tanzania, which have focused on the use of public private partnerships (PPP) in facilitating land development and service provision, in particular, in urban development planning and management.

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